



**MEMORANDUM
BOARD OF COUNTY COMMISSIONERS
OFFICE OF LEGISLATIVE ANALYSIS**

TO: Barbara Carey-Shuler, Ed. D.
Chairperson, Miami-Dade
Board of County Commissioners

DATE: May 28, 2004

FROM: Amy Gonzalez-Hernandez, Esq.
Chief Legislative Analyst

SUBJECT: Information

The following is a list, compiled by "Florida Tax Watch", of projects being recommended for veto by Governor Jeb Bush.

There are 30 projects specific to Miami-Dade County accounting for approximately \$11.9 million.

Also attached is a list of Statewide Projects being recommended for veto by Tax Watch. These projects account for approximately \$19.3 million.

We have also attached an article from the Miami Herald, dated May 28, 2004, regarding possible gubernatorial vetoes.

This report was compiled by Tim Gomez and Robert Villar. For further information, please contact our office at (305) 375-3703.

cc: Board of County Commissioners.

The 2004 Turkey Watch Report

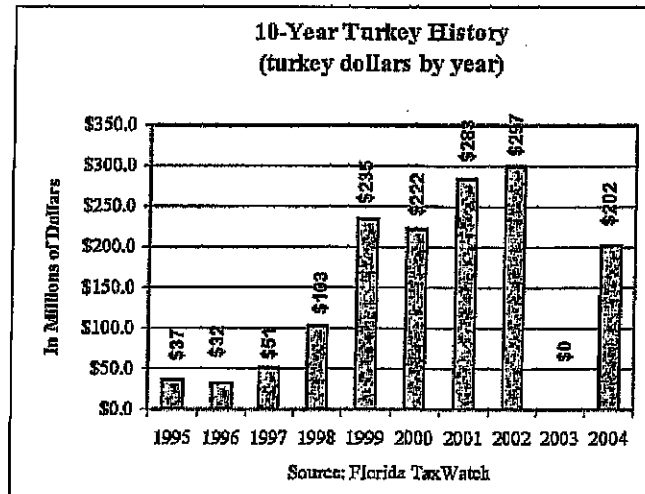
A Multitude of Projects Added to the Florida Budget During the Conference Committee Leads to 227 Turkeys Worth \$202 Million

After taking a year off from budget "turkeys," the 2004 Florida Legislature earmarked funding for 227 of these appropriations in the new state budget that is now before the Governor. Florida TaxWatch's annual report on "budget turkeys" highlights \$202 million in projects that are recommended for veto.

The annual turkey report spotlights member projects placed in the budget without proper public review; which circumvent competition and the lawfully established procedures; which benefit a very limited special interest or local area of the state or are low priority items that get funded over higher priority needs. To allow for legislative discretion, any items that were specified and funded in both the House and Senate budgets were not designated as budget turkeys.

Although the amount of turkeys was less than the record-setting period of 1999 to 2002, this flock was the fifth largest we have uncovered. What was remarkable about this year was the large number of items that were added to the budget during the conference committee negotiations. In fact, the vast majority of the items on our list this year are there mainly for that reason.

After the House and Senate pass their budgets, a conference committee is formed to compromise the differences between the two. This is not the time to add projects. Doing so circumvents the established budgeting process and basically lets a few legislators appropriate state funds. This puts the rest of the Legislature in the position of having to vote the whole budget down if it objects to specific



items. Many of these projects are probably worthwhile, but special earmarks limit agency flexibility and discretion and often bypass competitive selection processes.

This year, TaxWatch identified 227 items placed in the budget valued at \$202 million. Of the total appropriated for budget turkeys, \$127.5 million were found in General Revenue and \$74.6 million in trust funds. This year's turkeys cost \$29 for each Florida family and cost every man, woman and child in Florida: \$11.

*That most delicious of all
privileges—spending other people's
money.*

*John Randolph,
Early 19th Century Member of Congress*

What Is A Budget Turkey?

Florida TaxWatch has been producing a turkey list since 1983. As in previous years, it is important to note that the "budget turkey" label does not denote condemnation of a budget item's worthiness. The term merely suggests that, with the state's vast and pressing needs and limited resources, the question must be asked, "Is this the best use of Floridians' state tax dollars?" The priorities of all citizens must be considered. This and previous Turkey Watch reports are not attempts to record only government waste or inefficiency. While in some cases that may be a factor, this report offers an independent assessment about the honesty, integrity and public review of the state's \$58 billion 2004-2005 budget.

Turkeys are added onto the budget during the legislative process, some very late in the session. This maneuver circumvents normal planning and budgeting processes that, by necessity, require close scrutiny by state agencies, the Governor's Office of Policy and Budget, legislative committees, staff and meaningful citizen input. Florida TaxWatch's Turkey Watch criteria allow for a

considerable amount of legislative initiative. Too often, the normal processes are bypassed or given less than full consideration.

Parochial projects may or may not have merit, but such spending can undercut the spirit of true performance-based program budgeting. Moreover, such spending circumvents accountability, disrupts logical program prioritizations and subordinates statewide concerns to the localized needs or desires of exclusive areas of the state.

*"Public money ought to be touched
with the most scrupulous
conscientious of honor. It is not the
produce of riches only, but of the
hard earnings of labor and poverty."*

Thomas Paine

Florida TaxWatch Budget Turkey Criteria

1. Projects or programs that did not go through a legitimate review process allowing for proper evaluation: agency budget requests, governor's recommended budget or legislative committee hearings.
2. Appropriations that were inserted in the Budget Conference, meaning they did not appear in either the Senate or House final budget.
3. Subsidies to private organizations, councils or committees that can and should obtain funding from private sources.
4. Local government projects benefiting local area residents but lacking significant local funding

support and/or overall benefit to the state as a whole.

5. Appropriations that circumvent competition and mandate that a specific vendor or project receive funding.
6. Low priority projects that get funded over higher priority items.
7. Inappropriate sources and questionable appropriations—e.g., only partially funded with a large annualized cost in subsequent years, funded from inappropriate sources and/or duplicative of existing programs.

To provide for some additional legislative prerogatives, any items that were funded in both the final House and Senate budget were not designated as turkeys.

What Else Could A Turkey Buy?

One of the best arguments for stopping turkeys is the many urgently needed state services that the funds spent on budget turkeys would otherwise purchase. Florida TaxWatch investigated other funding opportunities for the revenue appropriated to this year's turkey crop. To show the magnitude of this spending, \$202 million could be used to purchase the following statewide needs:

- **Build Schools.** \$100 million could build two elementary schools, two middle schools and two high schools.
- **Hire Teachers.** \$50 million could hire 1,241 additional teachers (at a salary of \$40,275).
- **Healthy Kids.** \$52 million could provide the state and federal share for 39,946 children to have health insurance.
- **Reduce Taxes.** \$162 million could further reduce Florida's antiquated and counter-productive intangibles tax by half or provide all taxpayers with reduced school property taxes by reducing required local effort.

BUDGETING WITHOUT DISCIPLINE: A FINAL THOUGHT

Florida voters who place greater importance on projects within their community, at the expense of what are clearly more critical needs of the state majority, must share in the responsibility of the turkey fiasco. Legislators, however well-intentioned and noble when first elected, learn very swiftly that petty parochialism pays off when voters tally the score of the legislative sessions. Those who reward turkey-prone lawmakers with re-election are no less guilty of abuse of the state's trust than are the lawmakers themselves.

CATEGORY	DESCRIPTION	TOTAL	COMMENTS
Spec. Cat. GA Mentoring/Student Assistance Initiatives	Adopt a Classroom	500,000	Added in conference. Not recommended by Governor or agency.
Spec. Cat. GA School and Instructional Enhancements	World Cat African American Historical exhibit	50,000	Added in conference. Not recommended by Governor or agency.
Ad to LG GA ESG Activities	USF/HU Medical Education Partnership	600,000	Not recommended by Governor or agency.
Special Categories - G&A - Community Mental Health Services	Cemilux Life Center (Date)	260,000	Already funded. Additional funding not recommended by Governor or agency.
Special Categories - G&A - Community Mental Health Services	Adopt Behavioral Health Center-Uninsured (Date)	250,000	Already funded. Added in conference. Additional funding not recommended by Governor or agency.
Special Categories - G&A - Community Mental Health Services	Mental Health Services Working Poor (Date)	200,000	Already funded. Added in conference. Additional funding not recommended by Governor or agency.
Special Categories - G&A - Community Mental Health Services	Cable Assistance Program (Date)	100,000	Already funded. Added in conference. Additional funding not recommended by Governor or agency.
Special Categories - G&A - Community Mental Health Services	The Village - Compensates en Reintegration (Date)	300,000	Already funded. Added in conference. Additional funding not recommended by Governor or agency.
Special Categories - G&A - Children's Mental Health Services	Coconut Grove Mental Health Services (Date)	120,000	Already funded. Added in conference. Additional funding not recommended by Governor or agency.
Sp. Cat. - Children and Adolescent Substance Abuse Services	The Village - Dually Diagnosed Girls (Date)	400,000	Already funded. Added in conference. Additional funding not recommended by Governor or agency.
Sp. Cat. - Children and Adolescent Substance Abuse Services	The Compass Program (Date)	225,000	Already funded. Additional funding not recommended by Governor or agency.
Sp. Categories - G&A - Community Substance Abuse Services	New Horizons Dual Diagnosis	140,000	Already funded. Added in conference. Additional funding not recommended by Governor or agency.
Sp. Categories - G&A - Community Substance Abuse Services	Drug and Alcohol Rehabilitation Services	250,000	Already funded. Added in conference. Additional funding not recommended by Governor or agency.
Special Categories - Grants and Aids - Contracted Services	Mental Health Services for Indigent Uninsurable Minority Children (Date)	100,000	Already funded. Added in conference. Additional funding not recommended by Governor or agency.
Grants & Aids - Local Service Programs	Meditation Management for Frail Elderly (Under)	100,000	Added in conference. Duplicative appropriation.
Grants & Aids - Local Service Programs	West Miami Community Center (Date)	70,000	Added in conference. Not recommended by Governor or agency.
Grants & Aids - Local Service Programs	Little Havana Activity Center Meals Program (Date)	100,000	Added in conference. Not recommended by Governor or agency.
Grants & Aids - Contracted Services	S.F.L. AIDS Network - Jackson Memorial	750,000	Added in conference. Not recommended by Governor or agency.
Spec. Cats - Leg initiatives to reduce & prevent juvenile crime	Village Inn for girls at Miami-Dade Detention Center	200,000	Added in conference. Not recommended by Governor or requested by agency.
Spec. Cats - Leg initiatives to reduce & prevent juvenile crime	Overseas Youth Center (Children's Home Society)	200,000	Local project not recommended by Governor or requested by agency.
Spec. Cats - Leg initiatives to reduce & prevent juvenile crime	Community Action Agency Youth Leadership Development	90,000	Local project not recommended by Governor or requested by agency.
Spec. Cats - Leg initiatives to reduce & prevent juvenile crime	Family Connection Program (Date County)	20,000	Local project not recommended by Governor or requested by agency.
Special Categories	RFCS - City of Doral Master Plan	250,000	Added in conference. Local project not recommended by Governor or agency.
Fixed Capital Outlay	North Corridor Metro Rail - Miami-Dade	5,000,000	Added in conference. Not recommended by Governor or Agency. Not in the DOT work program.
Special Categories - School Readiness Services	Youth Transportation Initiative - City of South Miami	75,000	Added in Conference. Not recommended by Governor or Agency.
Special Categories - Economic Development Projects	Terrace Community Center	400,000	Added in Conference. Not recommended by Governor.
Special Categories - Economic Development Projects	International Services Network - Dade County	250,000	Added in Conference. Not recommended by Governor.
Special Categories - Economic Development Projects	Science Comes to Life at Metro Zoo/Jr. Wilds World	300,000	Added in Conference. Not recommended by Governor.
Special Categories - Economic Development Projects	High Definition in Film Production Center	400,000	Added in Conference. Not recommended by Governor.
Grants and Aids - Regional History Museums	Bay of Pigs Museum	60,000	Added in Conference. Not recommended by Governor or Department of State.
MIAMI-DADE TOTAL		\$11,855,000.00	

CATEGORY	DESCRIPTION	TOTAL COUNTY	COMMENTS
Special Cat ABLE Grants (Access to Better Learning and Educ)	Access to Better Learning and Education Grants	1,800,000	Grants for students in private, for-profit educational programs. Not recommended by Governor or agency.
Ad to LG GA FAS	Teaching partnerships	500,000	Added in conference. Not recommended by Governor or agency.
Ad to LG GA FAS	Clinic Genome Project	2,000,000	Added in conference. Not recommended by Governor or agency.
Special Categories-Supp App for Adjusted Soc Service Est Conf	Contract for an estimate of growth in Medicaid expenditures	1,717,241	Language with specific contract requirements added in conference. Not recommended by Governor or agency.
Lump Sum - FL On-Line Recipient Integrated Data Access System	Transition the software support to a new contractor	825,000	Added in conference. Not recommended by Governor or agency.
Special Categories - Grants and Aids - Child Protection	Florida Shaken Baby Education Pym. (Statewide)	100,000	Added in conference. Not recommended by Governor or agency.
Sp. Cats - Children and Adolescent Substance Abuse Services	Substance Abuse Prevention Research and Training Center (Statewide)	200,000	Already funded. Added in conference. Additional funding not recommended by Governor or agency.
Sp. Cats - Children and Adolescent Substance Abuse Services	Life Corp. Academy (Statewide)	200,000	Already funded. Added in conference. Additional funding not recommended by Governor or agency.
Grants & Aids - Alzheimer's Disease Respite Services	Safe Return Program	200,000	Added in conference. Not recommended by Governor or agency.
Grants & Aids - Alzheimer's Disease Respite Services	Alzheimer's Services for Multicultural Communities (Statewide)	1,150,000	Added in conference. Not recommended by Governor or agency.
Grants & Aids - Local Service Programs	Be Head Smart Seniors! Brain Injury and Falls Prevention Project	100,000	Added in conference. Duplicative appropriation.
Grants and Aids - Aids - Patient Care	HIV/AIDS Outreach Program for Haitian and Hispanic Communities	250,000	Not recommended by Governor or requested by agency.
Special Categories - Contracted Services	Panacea Cancer Education (Statewide)	200,000	Added in conference. Not recommended by Governor or agency.
Expenses	Statewide Coordinating Council on Deafness	250,000	Not recommended by Governor or requested by agency.
Special Categories - Grants & Aids - Contracted Services	Brain Injury Association of Florida	765,000	Added in conference. Not recommended by Governor or agency.
Spec Cats - Leg Initiatives to reduce & prevent Juvenile crime	Project Craft	200,000	Added in conference. Not recommended by Governor or requested by agency.
Spec Cats - Leg Initiatives to reduce & prevent Juvenile crime	Youth Crime Watch of Florida	300,000	Local project not recommended by Governor or requested by agency.
Special Categories - Grants & Aids - Special Projects	Alzheimer's Safe Return Project	250,000	Added in conference. Not recommended by Governor or requested by agency.
Fixed Capital Outlay	Maintenance, Repairs and Construction-Statewide	200,000	Added in conference. Was recommended by agency.
Special Categories	Transfer to Dept. of Agriculture for Rural Land Easements	1,500,000	Decision to fund this Dept. of Agriculture project with the Land Acquisition Trust Fund was made in conference.
Lump Sum - Homeland Security	Dept. of Health - Hospital Preparedness/Casualty Trauma Care Equipment	3,653,000	Added in Conference and not included in House budget. Did not go through the established process for domestic security projects.
Special Categories - Economic Development Projects	Hispanic Business Initiative Fund	200,000	Added in Conference. Not recommended by Governor.
Spec Cat - G&A - Florida Commission on Tourism	Restore and renovate tourist-related infrastructure/hotels	1,000,000	Added in Conference. Not recommended by Governor.
Expenses	Collision Avoidance Training for Teens Project	100,000	Added in Conference. Not recommended by Governor or DHSMV.
Salaries and Benefits/Circuit Courts	"Competitive area differentials" for judicial assistants in the trial courts	1,347,573	Not recommended by the Governor or the Trial Court Budget Commission. Governor vetoed last year. Bypasses appropriate compensation process.
STATEWIDE TOTAL		\$ 19,387,819.00	



Posted on Fri, May, 28, 2004

STATE BUDGET

Bush may hit veto record

Gov. Jeb Bush is expected to use his pen to veto a record amount of spending when he signs the state budget today.

BY MARY ELLEN KLAS
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TALLAHASSEE - Gov. Jeb Bush is expected to eliminate as much as \$400 million in legislative spending projects today as he signs the state's \$58 billion budget, arguing that as the economy improved and more taxpayer money was available, legislators got greedy.

Not only is the governor expected to veto line items in the budget, he may reach into other spending bills in order to reach his goal of rejecting a record amount of items, according to sources close to the governor's office.

The list of projects expected to be vetoed include:

- \$21 million in emergency aide to the state's trauma centers, including \$3 million destined to offset the financial losses at Miami Children's Hospital, Jackson Memorial Hospital and North Broward Regional Medical Center.

INSURANCE DEFICIT

- \$10 million intended to cover a deficit in the workers' compensation joint underwriting association, the insurer of last resort to Florida businesses.

Without the money, the association will have to charge companies to make up the shortfall.

Rumors have been swirling for weeks in legislative circles that the governor wanted to veto a record number of spending projects this election year.

On Wednesday, Bush hinted he might use his line-item veto authority to reject a substantial number of projects, saying:

"The amount vetoed will be bigger than a bread basket, probably bigger than a Volkswagen bus, probably not as big as a Humvee."

Bush said his main reason for the ample vetoes was that he wants the state to reserve some cash to meet future demands, such as expanding prekindergarten programs, lowering class size, financing a bullet train and paying for the exploding costs of Medicaid.

"You add all this up and it might be helpful to have some cash going forward for the next several years," he said.

PET PROJECTS

This week, Florida TaxWatch released its list of 227 projects -- worth \$202 million -- that it considers worthy of the governor's veto.

The industry-backed research group complained that lawmakers tucked many of their pet projects into the spending plan with little notice during last-minute budget negotiations.

"My phone's been ringing off the hook," said Ken Pruitt, the Port St. Lucie Republican who chairs the Senate Appropriations Committee. "I just told them, we've done what we had to do. He's exercising his prerogative."

Pruitt said he warned lobbyists and lawmakers that there was little he could do to help.

"Once this governor makes up his mind, he normally doesn't change it," Pruitt said.

From the time he took office in 1999 until last year, Bush averaged about \$300 million in budget vetoes.

In the face of deep budget cuts and a stagnant economy last year, legislators tucked fewer projects into the budget and Bush vetoed only \$33 million.

Staff writer Gary Fineout contributed to this report.

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